Evaluation of the Cooperation Agreement between
UN-Habitat and Sweden to support the implementation of the UN-Habitat
Institutional and Strategic Plans, 2012-2015

Terms of Reference

1. Introduction and Background

The United Nation Human Settlements Programme (UN-Habitat)\(^1\) is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. Since its establishment in 1976, UN-Habitat has responded to a broad mandate by developing and implementing normative and operational activities. UN-Habitat’s mandate derives from: (i) the outcomes of relevant international conferences, namely the Vancouver Declaration on Human Settlements (1976), the Istanbul Declaration on Human Settlements and the Habitat Agenda (1976)\(^2\), the Declaration on Cities and other Human Settlements, and (ii) specific mandates through various UN General Assembly and UN-Habitat Governing Council resolutions such as The Millennium Declaration (GA res.55/2), more specifically the Millennium Development Goal (MDG) 7 and its target of achieving significant improvements in the lives of at least 100 million slum dwellers by 2020. In 2002, Governments attending the World Summit on Sustainable Development (WSSD) further mandated UN-Habitat to monitor and report on progress towards the achievement of MDG targets on access to safe drinking water and to halving the proportion of people who do not have access to basic sanitation.

UN-Habitat’s evolution reflects the growing importance of urbanization as a priority to the United Nations and its Member states, translating into evolving mandates and strategic approaches, UN-Habitat’s focus and organizational set-up. The in-depth evaluation in 2005 of UN-Habitat by the Office of the Internal Oversight Services (OIOS) proved pivotal in advancing the agenda of UN-Habitat.\(^3\) The OIOS evaluation called for a reform of UN-Habitat, with the specific goal of sharpening its programmatic focus and broadening its funding base in order to have a greater impact. This led to the formulation of the six year Medium-Term Strategic and Institutional Plan (MTSIP), 2008-2013, with the overarching goal “to ensure an effective contribution to sustainable urbanization”\(^4\). The intent of the MTSIP was to: (i) sharpen the focus of the work of UN-Habitat in accordance with the United Nations system-wide reform initiatives; and enhancing coherence and results based management. Specifically, the MTSIP

---

\(^1\) Throughout this report, the current name of the agency UN-Habitat is used, rather than its earlier name of the United Nations Centre for Human Settlements (UNCHS).
\(^3\) In-depth evaluation of the United Nations Human Settlements Programme (UN-Habitat), Committee for Programme and Coordination, document E/AC.51/2005/3.
\(^4\) Governing Council Resolution 21/2 approved the MTSIP.
was organized around six mutual reinforcing Focus Areas (FAs)\(^5\) and implemented in phases that corresponded with the biennial work programme cycles of 2008-2009, 2010-2011 and 2012-2013. Recognizing the inter-linkages in realization of sustainable urbanization, the MTSIP also reflected UN-Habitat’s involvement in other areas in which urbanization was a central issue. These included disaster and risk reduction, and humanitarian response, as well as the integration of cross-cutting issues in its work including youth, gender, human rights and climate change.

The 2012-2013 biennium was a bridging biennium for UN-Habitat. On one hand, UN-Habitat was concluding the MTSIP 2008-2013, and on the other, the agency was developing the second-generation strategic plan for 2014-2019, which drew on the lessons from the MTSIP. Notably, in Strategic Plan gender, youth, partnerships, outreach and communication, capacity development, climate change and best practices were systematically reflected in all substantive focus areas as cross-cutting issues. It also provided for complete alignment among the Strategic Plan’s priority areas and the subprogrammes in the biennial strategic framework and work programme and budget, as well as a result framework to ensure reporting would be unified into a single process.

The Strategic Plan 2014-2019 (SP) has seven priority areas.\(^6\) While the Strategic Plan reflects some continuity from the MTSIP in terms of focus areas and implementation approaches, it also responds to emerging urban trends, challenges and opportunities, and mirrored in the goal of the Strategic Plan of “well-planned, well-governed and efficient cities and other human settlements with adequate infrastructure and universal access to employment, land and basic series, including housing, water, sanitation, energy and transport.”\(^7\)

The Government of Sweden, represented by the Swedish International Development Cooperation Agency (Sida) has been a major donor to UN-Habitat since the 1970’s. Since 2009, Swedish contributions have supported a range of country specific projects, humanitarian projects, strategic plans and initiatives through two programme cooperation agreements; Sida funded the Programme Cooperation Agreement for 2009-2011 with SEK70 million, and for the current cooperation agreement SEK100 million.

This evaluation of the Cooperation Agreement, 2012-2015, is stipulated in Article 10 the Cooperation Agreement for which “…the actual implementation of the review and evaluation of this Agreement will be done in consultation between the Parties and other donors”. As such, the evaluation of the cooperation agreement was discussed during the regular annual consultation meeting on the cooperation, which was held 26-27 March 2015. At the time, Sida made the request that the findings of the evaluation should be ready August 2015 to able to incorporate

---

\(^5\) These are: Effective Advocacy, Monitoring and Partnerships (FA1), Promotion of Participatory Planning, Management and Governance (FA2), Promotion of Pro-Poor Land and Housing (FA3), Environmentally Sound Basic Urban Infrastructure and Services (FA4), Strengthened Human Settlements Finance Systems (FA5), and Excellence in Management (FA6).

\(^6\) The Strategic Plan has seven priority areas: Urban Legislation, Land and Governance (1), Urban Planning and Design (2), Urban Economy (3), Urban Basic Services (4), Housing and Slum Upgrading (5), Risk Reduction and Rehabilitation (6) and Research and Capacity Development (7).

\(^7\) Strategic plan 2014–2019 of the United Nations Human Settlements Programme, HSP/GC/24/S/Add.2
them in the next corporation agreement. Furthermore, the evaluation is included in the revised UN-Habitat Evaluation Plan for 2015 and approved by the UN-Habitat Management Board.\footnote{The evaluation is included in the revised UN-Habitat Evaluation Plan 2015 as a centralized evaluation, which requires that 1) the evaluation is managed by the Evaluation Unit, and 2) a management response and action plan is prepared by UN-Habitat in follow-up to the evaluation.}

1.1 Focus of the Cooperation Agreement, 2012-2015

The current programme cooperation agreement, 2012-2015, is intended to support the implementation of the MTSIP for the period 2012-2013 and the implementation of the Strategic Plan (SP) for the period 2014-2015.

The priority areas selected for Sida’s contribution were consistent with the Swedish Multilateral Cooperation, the Sweden strategy for Global Programmes and Sida’s policy framework. The priority areas for Sida’s support to MTSIP during 2012 and 2013 were:

- Focus Area 2: Promotion of Participatory Planning, Management and Governance;
- Focus Area 3: Promotion of Pro-Poor Land and Housing;
- Focus Area 6: Excellence and Management; and
- Sida also supported efforts to streamline UN-Habitat’s cross-cutting issues of gender, human rights, and partnerships, in addition to Sida’s priorities of poverty alleviation and democracy, in the above prioritized Focus Areas.

Within Focus Area 2 of the MTSIP, Sida supported the strengthening of knowledge management, partnerships, sustainable urban development networks and advocacy towards local governments. Within Focus Area 3 of the MTSIP, Sida supported projects that promoted pro-poor policies, land management and administration, and equitable and inclusive urban legislation. Within Excellence and Management, Sida supported activities of Results Based Management, evaluation, and activities aimed at strengthening transparency.

During the 2014-2015 biennium, Sida supported the implementation the following Focus Areas and themes of the SP:

- Focus Area 1: Urban Legislation, Land and Governance;
- Focus Area 2: Urban Planning and Design;
- Focus Area 5: Housing and Slum Upgrading;
- Operations and cross-cutting issues; and
- Partnerships.

1.2 Expected Results of the Cooperation Agreement

Sida’s contribution to the cooperation agreement was predicated on the delivery of expected results (accomplishments) set out in the programme. Information about objectives, expected
results, indicators of achievements and related outputs and activities is found in the performance frameworks prepared for individual programmes and projects.

It is expected, that during the inception phase of this evaluation, the consultants will gather details of the programmes and projects funded under different focus areas – their intervention logic, indicators of achievements and assumptions.

1.3 Monitoring and Reporting on the Cooperation Agreement

UN-Habitat has provided copies of progress reports of the implementation of the MTSIP and SP on an annual basis. During joint annual consultations, UN-Habitat also provides Sida with an annual evaluation work plan of UN-Habitat projects.

The strategy for project funding allocations is a consultative process designed to accommodate key priorities and strategic considerations of both UN-Habitat and Sida. Disbursement of funds has occurred on a yearly basis upon receipt of year-end reports on the MTSIP and SP, according to Article 10 and 11 of the cooperation agreement.

2. Purpose and Objectives of the Evaluation

The UN-Habitat Evaluation Policy calls for independent evaluations of UN-Habitat’s policies, strategies, programmes, projects and operations. The overall purpose of this evaluation is to provide useful and credible evidence of results achieved, strengthen accountability, and contribute to learning processes and improvement of future cooperation agreements.

Article 10 (5) and (6) of the cooperation agreement, mandates this evaluation and specifies that such evaluation will be done in consultation with Sida and other relevant donors. The evaluation will provide Sida and UN-Habitat with an independent and forward-looking assessment of the programming and implementation experience of what worked and what did not work. It will assess whether intentions and objectives of the cooperation agreement for 2012-2015 were achieved and examine implementation to understand how and why certain results were achieved or not achieved. Lessons drawn from the evaluation findings are expected to inform UN-Habitat management and Sida in shaping the new cooperation agreement for 2016-2019 and feeding back lessons into the design of new project and programmes in UN-Habitat.

Key objectives of the evaluation are:

(i) To assess the design, implementation and progress made towards the achievement of results at the outcome level by Sida supported projects and programmes implemented under the cooperation agreement 2012-2015. This will entail analysis of actual versus expected results achieved by UN-Habitat.

9 UN-Habitat Evaluation Policy (2013), www.unhabitat.org/evaluation
(ii) To assess the extent to which the modalities and institutional arrangements in place for the implementation of the cooperation agreement as well as funding and coordination mechanisms were effective and enabling to programming and delivering the projects and programmes supported by Sida and to report on performance of UN-Habitat.

(iii) To assess the performance of the cooperation agreement in terms of relevance, efficiency, effectiveness, sustainability and impact out-look of the cooperation projects and programmes supported under the cooperation agreement.

(iv) To assess the extent to which cross cutting issues of gender, human rights, climate change, capacity building and youth have been integrated in design, implementation and outcomes of the Sida funded projects;

(v) To determine whether the Sida supported projects and programmes contributed to overall goals of poverty reduction and sustainable development.

(vi) To identify weaknesses and strengths in the institutional capacity to implement the Sida funded projects and programmes for learning and future programming.

(vii) Taking into account intended users of the evaluation identify lessons learned and provide recommendations for improving future cooperation agreements.

3. **Scope of Evaluation**

The scope of the evaluation is the projects and programmes, and themes funded by Sida during the period of the Agreement. The evaluation is to expected assess the achievements of these within the Programme Agreement, 2012-2015, as objectively as possible based on the evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact out-look.

4. **Key Evaluation Questions based on Evaluation Criteria**

**Relevance:**
- To what extent is the cooperation agreement consistent with UN-Habitat priorities contributes to sustainable development?
- To what extent has the identification, design and implementation process of projects/programmes involved the beneficiaries and been relevant to their development priorities?

**Efficiency:**
- What outputs and outcomes have been achieved, in quantitative and qualitative terms, relatively to inputs? To what extent can the funding of the programme cooperation agreement be justified by the results achieved?
• To what extent have UN-Habitat’s normative and operational projects and programmes been cost-effective in achieving targeted outcomes within the anticipated timeframe?
• To what extent do institutional, management set-up, and staff capacity contribute to the achievement of target results?
• Were financial resources and human capacity adequate to achieve the expected results?
• What have been the most efficient types of projects?

Effectiveness

• To what extent has the cooperation agreement been effective in achieving its objectives? And to what extent has Sida funding been instrumental to the implementation of projects and programmes?
• What results have been achieved and which ones have not been achieved?
• How effectively has UN-Habitat measured its results and fostered use of evaluation evidence?
• How effective (timely, credible and transparent) have UN-Habitat’s systems been for monitoring, reporting and evaluation of results?

Sustainability

• To what extent did projects and programmes engage beneficiaries in design, implementation and building ownership?
• To what extent will the projects and programmes supported by Sida be replicated or scaled up?

Impact outlook

• What are the overall (intended and unintended) effects of the cooperation agreement and its projects and programmes?
• To what extent was the overall objective of the cooperation agreement achieved?

5. Evaluation Approach and Methodology

The evaluation will be carried out by two external independent consultants in collaboration with the relevant stakeholders. The evaluation approach should be as participatory as possible and focused on the users of the evaluation report. Evaluation will be carried out in conformity with evaluation norms and standards of the United Nations System and best practices in the evaluation field.

A variety of methods will be applied to collect evaluative information, including:

_Review of relevant documents._ The consultants will devote the first weeks to review relevant documents and projects and draw data related to the evaluation questions. Relevant documentation will include the Cooperation Agreement, the MTSIP and SP related documents, individual project documents, progress reports and annual plans, evaluation reports, and other relevant documents. The document review will inform the evaluators what data is available and provide overview of project design and performance. It will also identify specific issues to follow-up during interviews and field visits.
Key informant interviews and consultations with key stakeholders. Interviews will be conducted to obtain qualitative information on the evaluation issues to enable the evaluators address the issues of relevance, efficiency and effectiveness of the cooperation agreement.

Surveys. In order to obtain quantitative information on stakeholder’s views, questionnaires to different target audiences (project beneficiaries, Sida and UN-Habitat staff) will be deployed to give views on various evaluation issues.

Field visits. Field missions will be undertaken to UN-Habitat Headquarters in Nairobi, Kenya as well as to a small number of selected field projects outside of Kenya.

6. Stakeholders Participation

A key determinant of evaluation utilization is the extent to which clients and stakeholders are meaningfully involved in the evaluation process. It is therefore expected that this evaluation will be participatory, involving key stakeholders: UN-Habitat Management, staff involved in the design, implementation, and reporting of projects and programmes funded by Sida, beneficiaries of the projects and programmes, and Sida.

Stakeholders will be kept informed during the evaluation process, including design, information collection, and evaluation reporting, review, and results dissemination to create a positive attitude for evaluation-utilization.

7. Evaluation Team

The evaluation shall be carried out by two international evaluation consultants. The evaluators will be independent of activities to be evaluated and have no stake in the outcome of the evaluation. The evaluation team will be responsible for the quality of work and preparation of the specified evaluation deliverables.

The consultants are expected to have:

- Advanced Knowledge and understanding of conduct of evaluation and participatory processes.
- Extensive experience in conducting evaluations and delivering specified outputs, presenting credible findings derived from evidence and putting conclusions and recommendations supported by the evaluation findings.
- Very good inter-personal skills, with commitment to timeliness and high quality.
- Advanced academic degree in urban development, environment, gender, housing, infrastructure, governance, or related fields.
- Excellent writing skills in English are essential as most data collection will be done in English.
It is envisaged that the team members would have a useful mix of development and evaluation experience and academic training relevant to the project evaluated. The team should be gender-balanced, if possible.

8. **Responsibilities and Evaluation Management**

The evaluation is commissioned by UN-Habitat, and included in the Evaluation Plan 2015 as a *centralized evaluation*, which designates the Evaluation Unit of UN-Habitat with responsibility of managing the evaluation. A reference group with members from Sida, UN-Habitat Evaluation Unit, and UN-Habitat Donor Coordination Unit, will be established for the purpose of this evaluation and be responsible for commenting on inception and draft reports.

The Evaluation Unit will lead the evaluation by guiding and ensuring the evaluation is contracted to suitable candidates; providing advice on code of conduct of evaluation; providing technical support as required; ensuring that contractual requirements are met; and approving all deliverables (evaluation work plan, draft and final evaluation reports).

Consultants will be responsible for meeting professional and ethical standards in conducting the evaluation, and producing the expected deliverables.

Project and programme leaders will provide support and give information on projects funded by Sida. Operations Division will be responsible to resource information, including MTSIP and SP progress reports, and audit reports.

Arrangements for consultation and review will be put in place to maximize the quality and credibility of the evaluation. A Reference Group will be established comprising of representatives from UN-Habitat and Sida to serve in advisory capacity, having responsibilities of reviewing and commenting on the main evaluation outputs (Inception report, draft and final evaluation report).

9. **Work Schedule**

The evaluation will be conducted for a period of two months extended over three months (August - October 2015. The consultants are expected to prepare an inception report containing a detailed work plan that will operationalize the evaluation. The provisional time table is as follows.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Preparation and finalization of the TOR</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Call for consultancy and recruitment of</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Evaluation Team</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-----------------</td>
<td>-----------------</td>
<td>-----------------</td>
<td>-----------------</td>
<td>-----------------</td>
<td>-----------------</td>
<td></td>
</tr>
<tr>
<td>Development of work plan and inception report</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Field visits, data collection and analysis</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drafting of the evaluation report</td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Preliminary findings workshop (schedule to be confirmed)</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Review, quality control and revision of the draft evaluation report</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proof-editing and finalizing the final report</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Publication and report dissemination</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

10. Reporting and Deliverables

The following three primary deliverables are expected from consultants for this evaluation:

(a) **Inception report with evaluation work plan.** The consultants will prepare an inception report that will describe how the evaluation will be carried out; explain expectations for evaluation; detail methods to be used; highlight roles and responsibilities; give work scheduling and reporting requirement. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat’s expectations throughout the performance of contract.

(b) **Draft evaluation reports.** The evaluation team will prepare a draft evaluation report to be reviewed by the Reference Group and key stakeholders. The draft should follow UN-Habitat’s standard format for evaluation reports. The draft report should meet the requirements for quality standards of UN-Habitat evaluation reports.

(c) **Final evaluation report** (including Executive Summary and Annexes) prepared in English and following UN-Habitat’s standard format of an evaluation report. The report should not exceed 40 pages (including Executive Summary, letters of font size 12). In general, the report should be easy to read and understood by non-evaluation specialists.

11. Resources Required

Consultants will be paid an evaluation fee. DSA will be paid only when travelling on mission outside official duty stations of consultants. The international consultants to conduct this evaluation should be of equivalent to P-5 or D-1 levels.
12. **Contracting Process**

The credibility of evaluation depends on the evaluation expertise, independence of the evaluators and the degree of transparency of the evaluation process. The Evaluation Unit will identify two well-suited consultants that will deliver expected deliverables through a formal proposal call. In the fourth week of June 2015, the Evaluation Unit will call for expression of interest by advertising the consultancy on UN-Habitat evaluation website, [www.unhabitat.org/evaluation](http://www.unhabitat.org/evaluation) and through evaluation network forums such as uneval-forum@list.unevaluation.org. Shortlisted applicants will be interviewed the following week.

The selection of the Evaluation consultant will be based on the strength of qualifications and core competences in evaluation, presented by potential candidates, through their expression of interest for this consultancy. Applicants will be asked to provide details on their background and knowledge, their previous evaluation experience in relation to the aspects specified in the TOR, an up-to-date CV and a statement of their availability for the consultancy.

Shortlisted consultants will be contacted by the Evaluation Unit for interviews. Interviews will be conducted by constituted interview panel, composed of evaluators from UN-Habitat and UNEP. Selection of two consultants will be based on the information they will provide during interviews that describe their expertise, evaluation experience and best value from potential candidates.

Selected consultants will be notified, contract negotiations initiated to establish a mutual understanding of what is to expected, by when and at what cost. Once agreed, recruitment process will start. It is expected that consultants will be on board and working on the assignment by third week of August.

**Tentative dates for contracting process**

<table>
<thead>
<tr>
<th>What</th>
<th>Who</th>
<th>When</th>
</tr>
</thead>
<tbody>
<tr>
<td>Call for expression of interest</td>
<td>Evaluation Unit</td>
<td>22 - 30 July 2015</td>
</tr>
<tr>
<td>shortlisting potential candidate and interviews</td>
<td>Evaluation Unit and Interview Panel</td>
<td>31 July – 5 August 2015</td>
</tr>
<tr>
<td>Recruitment of consultants</td>
<td>UNON</td>
<td>6-16 August 2015</td>
</tr>
<tr>
<td>Development of evaluation work plan/inception report</td>
<td>Consultants</td>
<td>17 August – 26 August 2015</td>
</tr>
</tbody>
</table>